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Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations

Financing of the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic

Financing arrangements for the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic for the period from 10 April to 31 December 2014 and for the support account for peacekeeping operations for the period from 1 July 2014 to 30 June 2015

Report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the note by the Secretary-General on the financing arrangements for the resources sought for the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA) for the period from 10 April to 31 December 2014 for commitment authority and from 1 July 2014 to 30 June 2015 for related backstopping resources under the support account (A/68/874). During its consideration of the financing of MINUSCA, the Advisory Committee met with representatives of the Secretary-General, who provided additional information and clarification, concluding with written responses on 28 May 2014.

Background

2. By its resolution 2149 (2014) of 10 April 2014, the Security Council established with immediate effect the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA) for an initial period until 30 April 2015. By the same resolution, the Council requested the Secretary-General to subsume the presence of the United Nations Integrated Peacebuilding Office in the Central African Republic (BINUCA) into MINUSCA to ensure a seamless transition from BINUCA to MINUSCA.

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3. The mandate entrusted to MINUSCA by the Council, as contained in paragraph 30 of its resolution 2149 (2014) focuses on the following priority tasks: (a) the protection of civilians; (b) support for the implementation of the transition process, including efforts in favour of the extension of State authority and preservation of territorial integrity; (c) facilitation of the immediate, full, safe and unhindered delivery of humanitarian assistance; (d) protection of United Nations personnel, installations, equipment and goods; (e) promotion and protection of human rights; (f) support for national and international justice and the rule of law; and (g) disarmament, demobilization, reintegration and repatriation.

4. In addition, in paragraph 31 of the same resolution, the Council entrusted MINUSCA with the following additional tasks as conditions permit and requested the Secretariat to begin planning for these tasks: (a) support security sector reform and vetting processes, including through the provision of strategic policy advice and coordination of technical assistance and training; (b) coordinate international assistance as appropriate; (c) assist the Committee established pursuant to paragraph 57 of resolution 2127 (2013) and the Panel of Experts established by the same resolution, within its capabilities, including by passing information relevant to the implementation of the mandate of the Committee and Panel of Experts; (d) monitor the implementation of the measures imposed by paragraph 54 of resolution 2127 (2013), in cooperation with the Panel of Experts established pursuant to resolution 2127 (2013), including by inspecting, as it deems necessary and when appropriate without notice, all arms and related materiel regardless of location, and advise the Transitional Authorities of efforts to keep armed groups from exploiting natural resources; (e) seize and collect arms and any related materiel the transfer of which into the Central African Republic violates the measures imposed by paragraph 54 of resolution 2127 (2013) and record and dispose of such arms and related materiel as appropriate.

5. The Council decided that, as from 15 September 2014, MINUSCA will initially comprise up to 10,000 military personnel, including 240 military observers and 200 staff officers and 1,800 police personnel, including 1,400 formed police unit personnel and 400 individual police officers, and 20 corrections officers. The necessary civilian component will be deployed to support implementation of the mandate.

6. Furthermore, the Guard Unit, comprising 560 military personnel, has been transferred with its original mandate, as noted in the letter of the President of the Security Council dated 29 October 2013 (S/2013/637), from BINUCA to MINUSCA effective 10 April 2014. In parallel, the Council decided that the transfer of authority from the African-led International Support Mission in the Central African Republic (MISCA) would take place on 15 September 2014.

7. By the same resolution, the Council also requested the Secretary-General, in close coordination with the African Union, to deploy a transition team to set up MINUSCA and prepare the seamless transition of authority from MISCA to MINUSCA, and to appoint a Special Representative for the Central African Republic and Head of Mission of MINUSCA to assume overall authority on the ground for the coordination of all activities of the United Nations system in the Central African Republic.

8. The Security Council also requested the Secretary-General to deploy to MINUSCA military enablers, including those transferred from other, downsizing

peacekeeping operations and through intermission cooperation, as may be necessary, in order to reinforce the Mission's military and police components and enable them to immediately commence the discharge of their mandated tasks on 15 September 2014.

9. The Advisory Committee recalls that, pursuant to paragraph 8 of section VI of General Assembly resolution 64/269, it previously concurred with the request for authorization to enter into commitments in an amount not to exceed $59,552,000 gross ($58,930,100 net) for the period from 10 April until 30 June 2014 to meet the immediate resource requirements of MINUSCA.

Planning assumptions

10. In order to implement the mandate of MINUSCA, the Secretary-General requests commitment authority, with assessment, for the period from 10 April until 31 December 2014 in the total amount of $312,976,400 gross ($308,704,700 net), inclusive of the amount of $59,552,000 gross ($58,930,100 net) previously authorized by the Advisory Committee for the period from 10 April until 30 June 2014. The current proposal comprises military and police personnel requirements of $96,559,300 (representing 31 per cent of the total amount), civilian personnel requirements of $47,464,800 (15 per cent) and estimated operational costs of $168,952,300 (54 per cent) (see A/68/874, paras. 17-24).

11. In paragraph 7 of his note, the Secretary-General states that the Mission's support plan is based on the principles of the global field support strategy and will include a light footprint driven by existing infrastructure and security considerations, with non-location-dependent functions to reside outside of the Central African Republic. He further states that the support capacities of the Global Service Centre and the Regional Service Centre will be leveraged on an ongoing basis. To facilitate the implementation of its mandate, the Mission will be deployed in phases.

12. In paragraph 11 of his note, the Secretary-General states that the planned activities during the period from 10 April to 15 September 2014 will focus on the establishment of the necessary facilities and infrastructure to ensure a smooth transition from MISCA to MINUSCA. Moreover, significant resources will be required for the construction of facilities during the initial phases of deployment, taking into account the extremely poor infrastructure and the critical and necessary security requirements for residential and office premises. In addition, supply chain arrangements for food, water, fuel and other supplies will have to be put in place.

13. Upon enquiry, the Advisory Committee was informed that the enabling capacity for MINUSCA in the start-up phase is anticipated to be met through a combination of military, commercial and in-house capacities in the areas of aviation, medical care, signals and transport. Military enabling units will be deployed initially and then phased out as necessary. At the current time, two engineering companies have been identified to be deployed to MINUSCA. The Committee was further informed that the mission support concept would be completed shortly.

Resource requirements

14. Upon enquiry, the Committee was informed that MINUSCA anticipates the full implementation of the commitment authority in the amount of $59,552,000 for the

period from 10 April to 30 June 2014 in the form of ongoing direct costs of ex-BINUCA facilities, assets and personnel of approximately $5 million; direct costs associated with the Guard Unit, including rations, fuel, troop allowances and equipment reimbursements, of $4.8 million; one-time costs associated with the establishment of the facilities for the Guard Unit of $4.9 million; direct costs for the deployment of the contingent-owned equipment for the military enabling units of $3 million; and the first tranche of strategic deployment stocks and existing systems contracts of $33.4 million, including approximately $18 million in vehicle requirements, $9 million in engineering requirements, $4 million in communications and information technology equipment and $2 million in other equipment and supplies inclusive of freight costs. **With regard to the current commitment authority in the amount of $59,552,000 for the period from 10 April to 30 June 2014, the Committee reiterates that, with effect from 10 April 2014, all expenditures incurred should be transferred from BINUCA and charged to the account for MINUSCA.**

15. The Advisory Committee had requested detailed information regarding actual expenditures to date of the first commitment authority as well as the projected expenditures to 30 June; however, it was informed that such detailed information was not available as the Mission was newly established. **The Committee stresses that its ability to properly analyse the proposed resource requirements has been impacted by the absence of such detailed expenditure information and requests the Secretary-General to ensure that such information is provided in all future resource requests. The Committee also stresses that its analysis has been hampered by the tight time frame required for its review of this submission.**

16. Regarding the issue of contingents being deployed to MINUSCA from other, downsizing missions, the Committee was informed that the costs of deployment and/or transfer of contingents, including self-sustainment categories, would be borne by MINUSCA and would not be paid for by the sending missions. Additionally, the Committee requested information confirming that all future troop costs from the downsizing missions would fall under the responsibility of MINUSCA but was not provided with a clear response. **The Committee reiterates its view that all services, assets and personnel must be funded by the mission where the activity takes place (the receiving mission) and must not be funded by the originating mission, as this would lead to cross-subsidization and would contravene the stipulations of the General Assembly. The costs of the services, assets and personnel transferred should, in view of the Committee, be charged to the receiving mission from the date of transfer (see A/68/782).**

Military and police personnel

17. According to the note by the Secretary-General, the resourcing proposal of $96,559,300 for military and police personnel includes the requirements for the United Nations Guard Unit and the deployment of military enablers for the period from 10 April to 30 June 2014 ($12,100,100) as well as the phased deployment of up to 124 military observers, 6,970 military contingent personnel (including 54 staff officers) and 1,364 police personnel (241 United Nations police officers and 1,123 formed police personnel) from 1 July to 31 December 2014 ($84,459,200). According to the Secretary-General, the proposal represents a realistic expectation of what the Mission will be able to deploy between 1 July and 31 December 2014, includes the Guard Unit transferred from BINUCA to MINUSCA effective 10 April

2014, and takes into account that the majority of the current MISCA troops and police will be rehatted with the transfer of authority to MINUSCA on 15 September 2014.

18. Upon enquiry, the Advisory Committee was informed that the projected average monthly deployment of 6,329 uniformed personnel reflects a delayed deployment factor of 46 per cent for the period from 1 September to 31 December 2014 as compared to the total authorized 11,800 uniformed personnel. An additional delayed deployment factor of 10 per cent was then further applied to the computation of estimates required in respect of an average 6,329 uniformed personnel.

Civilian personnel

19. The Secretary-General indicates that the proposal of $47,464,800 for civilian personnel is expected to provide for the phased deployment by 31 December 2014 of up to 808 civilian personnel, comprising 485 temporary international staff and 257 temporary national staff to be funded under general temporary assistance, 66 United Nations Volunteers and 20 corrections officers. According to the Secretary-General, the proposal represents a realistic and achievable projection for deployment for the period up to 31 December 2014 and is based on the historical deployment patterns and typical mission structures.

20. The proposal includes the amount of $6,911,400 for the period from 10 April to 30 June 2014 based on the phased deployment of up to 424 temporary international and national staff, including 155 positions being subsumed from BINUCA. The Committee was informed that, as at 9 April, BINUCA had a total of 257 positions, which comprised 155 positions previously approved by the General Assembly for 2014 and 102 additional temporary positions authorized by the Controller on an exceptional basis to meet the evolving needs of the mission. All BINUCA staff were transferred to MINUSCA as an immediate measure in accordance with Security Council resolution 2149 (2014) and a parallel strategic/operational process is under way to determine the ongoing requirements of MINUSCA. The detailed proposal includes the total staffing levels for 220 professional and higher level staff: 1 Under-Secretary-General, 3 Assistant Secretaries-General, 4 D-2, 14 D-1, 43 P-5, 63 P-4, 82 P-3 and 10 P-2/1. **The Advisory Committee requested, but was not provided with, clarification of the information provided to it regarding the deployment of staff in the professional and higher level categories (see table below), particularly the deployment of staff at the P-4 level for June and July 2014. The Advisory Committee expects the Secretary-General to provide clarification to the General Assembly on this matter.**

United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic: planned monthly deployment levels of staff in the Professional and higher categories from 10 April to 31 December 2014

		Deployment levels								
	Proposed positions	*April*	*May*	*June*	*July*	*August*	*September*	*October*	*November*	*December*
USG	1	1	1	1	1	1	1	1	1	1
ASG	3	2	2	2	3	3	3	3	3	3
D-2	4	2	3	4	4	4	4	4	4	4
D-1	14	2	4	6	14	14	14	14	14	14
P-5	43	8	12	15	41	43	43	43	43	43
P-4	63	22	25	28	12	50	50	54	57	63
P-3	82	11	14	17	21	45	55	60	74	82
P-2/1	10	–	–	–	3	8	8	9	9	10
Total	**220**	**48**	**61**	**73**	**99**	**168**	**178**	**188**	**205**	**220**

21. Upon enquiry, the Advisory Committee was informed that the phased deployment of an average of 597 civilian personnel reflects a vacancy factor of 28 per cent for the period from 1 July to 31 December 2014 as compared to the total authorized 828 civilian personnel. An additional vacancy rate of 2 per cent was then further applied to the computation of estimates required in respect of an average of 597 civilian personnel.

Operational costs

22. The Secretary-General indicates that the provision of $168,952,300 for operational costs would provide for the initial phase of the establishment of the Mission's facilities and related infrastructure, the acquisition of vehicles, communications and information technology equipment and the deployment of rotary-wing and fixed-wing aircraft, and includes the most essential and immediate requirements for the initial construction of the Mission's facilities, the acquisition of major items of equipment and supplies and the rental and operation of rotary-wing aircraft and fixed-wing aircraft for the period from 10 April to 30 June 2014. Furthermore, according to the Secretary-General, to the extent possible, equipment will be sourced from other, downsizing missions and from the strategic deployment stocks, as well as from systems contracts and through external acquisition.

23. Paragraph 22 of the note by the Secretary-General states that MINUSCA will be dependent on air transportation for mobility and support in the planned area of operations across 45 locations in the Central African Republic, including a Mission headquarters (Bangui), logistics base, 3 regional headquarters, 24 team sites, and 4 airfields. To this end, the proposed cost estimate provides for the rental and operation of 5 aircraft (1 fixed-wing and 4 rotary-wing) through the period until 31 December 2014 for approximately 2,000 flight hours and related requirements.

24. **Taking into consideration the information provided to it and its observations in paragraph 15 above and paragraph 28 below, the Advisory Committee, recommends the General Assembly to authorize the Secretary-**

General to enter into commitments for the period from 10 April to 31 December 2014, in the amount of $312,976,400 inclusive of the amount of $59,552,000 previously authorized by the Committee for the period from 10 April to 30 June 2014, pursuant to paragraph 8 of section VI of General Assembly resolution 64/269. The Advisory Committee reiterates that its granting of commitment authority is without prejudice to its consideration of the proposed structure, staffing and other resource requirements of MINUSCA in the context of the Mission's budget submissions.

Financing arrangements for the support account for peacekeeping operations

25. In paragraph 32 of his note, the Secretary-General proposes that, in addition to the 808 proposed temporary civilian positions to be deployed to the Mission, 28 temporary positions (26 positions for 12 months and 2 positions for 9 and 10 months), to be funded under the support account for peacekeeping operations, be established in the Department of Peacekeeping Operations, the Department of Field Support, the Department of Management, the Office of Internal Oversight Services and the Department of Political Affairs to provide critical support and oversight for the Mission in its initial phase and to ensure speedy delivery of support to establish the Mission.

26. Upon enquiry, the Advisory Committee was provided with justification for the 28 positions proposed to be funded under the support account. The Committee notes that, in relation to the proposed position of Geographic Information Systems Officer (P-3) in the Department of Field Support, the Secretary-General is proposing the centralization of the geospatial functions at the United Nations Logistics Base at Brindisi, Italy, including the Committee's recommendation for the creation of seven of the nine posts proposed. The Committee recalls that, regarding the proposed position of Procurement Officer (P-3) in the Long-Term Air Charter Team, the Secretary-General indicates that the overall air fleet for contracted air operations is in the process of being reduced. Further, the Committee notes that, while the Secretary-General has requested two positions of Investigator (P-3) in the Office of Internal Oversight Services, to be located at the Regional Service Centre, MINUSCA is a start-up mission and sufficient capacity already exists at the Regional Service Centre. Finally, the Committee notes the existing capacity at Headquarters for the functions of the proposed Team Assistant (General Service (Other level)) position.

27. **Consequently, the Advisory Committee recommends that the positions of Geographic Information Systems Officer (P-3) in the Department of Field Support, Procurement Officer (P-3) in the Long-Term Air Charter Team, Investigator (P-3) in the Office of Internal Oversight Services and Team Assistant (General Service (Other level)) in the Department of Peacekeeping Operations, and related operational costs, not be approved.**

28. According to the Secretary-General, of the 28 proposed positions, 2 are requested for the Electoral Assistance Division of the Department of Political Affairs, on an exceptional basis, without setting a precedent for future resource proposals for this Department under the support account. Upon enquiry, the Advisory Committee was informed that the expected duration of the two posts would be 12 months. Upon enquiry, the Advisory Committee was also informed that the Electoral Assistance Division has no resources for general temporary assistance

approved for the 2014-2015 period in the regular budget to meet the additional needs related to the Central African Republic. Furthermore, the Committee was provided with the details of the electoral backstopping support that the requested Electoral Officer (P-4) and Administrative Assistant (General Service (Other level)) positions will provide to MINUSCA and its United Nations Integrated Electoral Team, which are projected to have more than 120 professional electoral posts in total. **The Committee recognizes that there is a need for these functions to be performed. However, the Committee is of the view that a thorough analysis of the existing capacity under the support account would be needed, and it therefore recommends that the positions and related operational costs of the Electoral Officer (P-4) and Administrative Assistant (General Service (Other level)) for the Electoral Assistance Division be financed from within the proposed amount of the commitment authority for MINUSCA.**

29. In paragraph 34 of his note, the Secretary-General states that the financial resource requirements in the amount of $6,114,400 gross ($5,722,100 net) comprise salary and common staff costs for the temporary positions ($4,037,700), official travel ($955,100), facilities and infrastructure ($1,021,000) and communications and information technology ($100,600). The Committee was informed that the amount of $1,021,000 under facilities and infrastructure would provide for the standard rental of premises ($286,200) and for alterations, improvements and furniture requirements ($725,800), reflecting the non-recurring costs budgeted for new positions, as well as the acquisition of office supplies for the 18 temporary positions at Headquarters ($9,000). **The Advisory Committee requests that detailed information regarding the actual expenditure of the past four years for budgeted amounts under the rental of premises be reflected in the Secretary-General's next support account budget submission.**

30. Upon enquiry, the Advisory Committee was provided with a breakdown of the travel requirements under the support account proposal. **While recognizing the travel requirements for support of the Mission, the Committee is of the view that the justifications contain certain duplications in the number of staff travelling and trusts that the Secretary-General will explore increased opportunities for using alternative means of communication. The Committee therefore recommends a 10 per cent reduction in the additional resource requests of each Department for official travel for 2014/15.**

31. The Advisory Committee recalls that it has expressed its view, and the General Assembly concurred, that a request for commitment authority is not the appropriate mechanism by which to request positions at Headquarters for the support of peacekeeping operations, and that a request for such positions ought to be reflected within the support account proposal through an addendum (A/67/877, para. 10 and Assembly resolution 67/286, para. 2). **The Committee notes that, even though the backstopping resources for MINUSCA were requested to be approved against the support account in paragraph 32 of the note by the Secretary-General (A/68/874), the request was not presented as a separate and distinct addendum to the support account proposal, and that such an approach risks undermining the purpose and functioning of the support account mechanism itself. Therefore, the Committee expresses its view that any request for the backstopping of peacekeeping operations which is supplementary to the support account budget proposal should be presented as a report separate from its peacekeeping financing request.**

Conclusion

32. The Secretary-General's proposal for action to be taken by the General Assembly in connection with the financing of MINUSCA is set out in paragraph 45 of his note (A/68/874).

33. **Taking into account the recommendations in paragraphs 14, 15, 16 and 20 above, the Advisory Committee on Administrative and Budgetary Questions recommends that the General Assembly approve:**

(a) **Authorization for the Secretary-General to enter into commitments for the period from 10 April to 31 December 2014 in the amount of $312,976,400, inclusive of the amount of $59,552,000 previously authorized by the Committee for the period from 10 April to 30 June 2014;**

(b) **Assessment of the amount of $59,552,000 for the Mission for the period from 10 April to 30 June 2014;**

(c) **Assessment of the amount of $253,424,400 for the Mission for the period from 1 July to 31 December 2014.**

34. **Taking into account the recommendations in paragraphs 27 to 31 above, the Advisory Committee recommends that the General Assembly approve:**

(a) **The support account requirements in the amount of $4,993,700 for the 12-month period from 1 July 2014 to 30 June 2015;**

(b) **Proration of the amount of $4,993,700 among the budgets of the active peacekeeping operations for the financial period from 1 July 2014 to 30 June 2015.**